



## **Request for City Council Committee Action From the Department of Public Works**

Date: August 1, 2002

To: Transportation and Public works Committee

Referral to:

**Subject:** Layout Approval for Hennepin County Project No. 9753-9772,  
Reconstruction of County State Aid Highway (CSAH) 81, West Broadway  
Avenue from Lowry Avenue N to Girard Avenue N

**Recommendation:** Adoption of a Resolution Approving Hennepin County  
Transportation Dept.'s Layout "G" for County Project No. 9753-  
9772, CSAH 81 From Lowry Avenue N to Girard Avenue N, Dated  
January 2, 2002.

### **Previous Directives:**

Prepared or Submitted by: Jack Yuzna, Engineering Services, 673-2415

Approved: David J. Sonnenberg, P. E., City Engineer, Director of Public Works

By: Paul W. Ogren \_\_\_\_\_

Presenters in Committee: Jack Yuzna, Engineering Services, 673-2415

### **Financial Impact** (Check those that apply)

- ☒ **X** No financial impact - or - Action is within current department budget.  
(If checked, go directly to Background/Supporting Information)
- ☐ Action requires an appropriation increase to the Capital Budget
- ☐ Action requires an appropriation increase to the Operating Budget
- ☐ Action provides increased revenue for appropriation increase
- ☐ Action requires use of contingency or reserves
- ☐ Other financial impact (Explain): \_\_\_\_\_
- ☐ Request provided to the Budget Office when provided to the Committee Coordinator

### **Community Impact** (use any categories that apply)

Neighborhood Notification  
City Goals  
Comprehensive Plan  
Zoning Code  
Other

### **Background/Supporting Information Attached**

In June 1998, Hennepin County began discussions with Public Works staff regarding its plans to reconstruct West Broadway Avenue. The discussions established the project limits as Girard Avenue North to the Westerly City limits at Lowry Avenue North. As the dialogue progressed, City Council members and community leaders realized that it would be advantageous to leverage the roadway reconstruction investment by considering non-roadway improvements such as streetscape elements and off street parking. This approach had been recently completed on Franklin Avenue and was felt that it had helped sustain economic development and improve livability in the area. During the next eighteen months, County staff worked with City Public Works, MCDA, and City Council representatives in developing alternative design layouts. The development process determined that the principal design issues for the project were on street parking; sidewalk widths; driveway locations; traffic flow at the intersection of Penn Avenue; potential off street parking and; street closings. The County took this information and developed five roadway layouts (Layouts "A" through "E") for review and comment.

In December of 1999, City and County Staff presented the proposed layouts to the West Broadway Area Coalition (WBAC). Staff was invited back in March of 2000 to further discuss the layouts and received comments from the WBAC. Using the input it received from the meeting, County staff revised its five layouts and presented them to the WBAC at its next monthly meeting.

Recognizing that the reconstruction of West Broadway would establish the roadway configuration, and thereby define its appearance, for the next twenty-five years, the WBAC contracted with the consulting firm of Biko Associates to perform a design charrette. The purpose of the charrette was to review the current use of the corridor, develop a vision for its future and propose how the road reconstruction project might assist in meeting the vision. In July of 2000, City and County were invited to attend a design charrette hosted by the WBAC and facilitated by Biko Associates. The information gathered at the charrette was used to help conceptualize the future vision of the West Broadway Corridor.

In the months following the charrette, City and County staff continued to meet with neighborhood and community groups to discuss local issues and how they should be addressed in the design. These included meetings with WBAC design committee, the West Broadway Business Association and community-wide neighborhood meetings. The first of three community-wide meetings was held on January 6, 2001 at North Commons Park where the County presented the project scope and the first five layouts.

During this period, the WBAC felt it would be beneficial to elaborate on its charrette's vision and Biko Associates was asked to develop the document. Biko Associates based their recommendations on the following principles: development of strong neighborhood identities; creation of livable streets; improved connections based on a balanced network for pedestrians, cyclists, drivers and transit riders; building on the existing strengths of the community and character of the street; promotion of public safety and security and; community involvement in the design process. The document further viewed the County's project as consisting of four distinct segments. The four segments are defined as: the Gateway (west City limits to 26<sup>th</sup> Ave. N), Penn/Broadway (26<sup>th</sup> Ave. N to Logan Ave. N), the Curve (Logan Ave. N to James Ave. N) and the Irving Neighborhood Business District segments (James Ave. N to Girard Ave. N). It was also recommended that the improvements for each segment be adjusted to meet their

individual character. In April of 2001, the WBAC submitted its completed “West Broadway Road Repaving Recommendation” document to the City. The second community-wide neighborhood meeting was held on April 24, 2001 at North Commons Park where County Staff presented its transportation goals for the project and WBAC introduced their vision for the corridor.

Using the WBAC’s “West Broadway Road Repaving Recommendation” and the layouts as a framework, City and County staff continued to meet with WBAC and Biko Associates to discuss the future roadway geometry. To facilitate the discussion, County staff produced a sixth layout based on their interpretation of the Repaving Recommendation (Layout “F”). An outcome of the meetings was the WBAC concern over the traffic modeling and its impact on the roadway’s design. The WBAC contracted with the consulting firm of Meyer Mohaddes Associates to review the County’s traffic modeling. After several meetings with staff and review of the data, Meyer Mohaddes Associates confirmed that the County’s modeling was appropriate.

In September of 2001, a meeting was held to work on a layout that would balance the Repaving Recommendations’ proposed design concepts with the County’s obligation to provide a safe and functional roadway within the available right-of-way. The meeting was attended by staff from the WBAC, Biko Associates, Meyer Mohaddes Associates, City Council Member Barbara Johnson, City Council Staff from the 3<sup>rd</sup>, 4<sup>th</sup> & 5<sup>th</sup> Wards and City Public Works Staff. The discussion focused on the following elements of design as outlined in the Repaving Recommendations: improving the pedestrian friendly environment by maximizing sidewalk widths; increasing the opportunities for the inclusion of streetscape elements; providing street crossing safe havens where possible; ensuring that the design have an “urban” vs. “suburban” identity; maximizing on-street parking; maintaining signalized intersections where ever possible and; introducing traffic calming.

Using the comments and working drawings generated, a follow up meeting was held with WBAC, Biko Associates, Meyer Mohaddes Associates, City and County staff where the final details of the layout (Layout “G”) were developed. The most significant outcomes of the Layout “G” development was the introduction of medians in the Penn/Broadway and the Irving Neighborhood Business District segments and inclusion of peak hour parking restrictions. The proposed medians would be 4’ wide and would be installed from Oliver Ave N to Knox Ave N and from Knox Ave N to Girard Ave N. The medians maximize sidewalk widths and the opportunities for streetscape elements, better control of access into local neighborhoods and provide traffic calming. The parking restrictions were a concession from the County who preferred to ban parking at all times. The County, however, recognized that the traffic need is for 2 lanes during peak periods and that the community also has a need for on street parking.

At the first of this year (2002), the WBAC executive director left and WBAC staff requested to meet with City and County Staff. WBAC staff asked for increased local access to businesses on West Broadway. County staff incorporated all requested changes and produced Layout “H”. This involved the removal of medians and a proposed 5-lane roadway (2 lanes east & west bound and a shared center turn lane). The 5-lane roadway was proposed for the following blocks, 26<sup>th</sup> Ave N to Thomas Ave N, the Penn/Broadway segment, Morgan Ave N to Logan Ave N and Knox Ave N to Irving Ave N. It also included the introduction of median breaks for mid-block access to businesses between Oliver & Morgan. In comparison to Layout “G”, the impact of these

changes was reduced: on-street parking, sidewalk width, available space for installation of streetscape elements, traffic calming and street crossing safe havens that were provided by medians. It should also be noted that through out all the meetings held, staff has heard that the 5-lane design was more “suburban” in character.

Layout “H” was presented to the WBAC staff where they again felt that there was insufficient access to businesses on West Broadway. After the meeting City and County staff discussed whether to produce an entirely 5-lane layout since this would maximize access to businesses on West Broadway. County staff moved forward with the concept and produced Layout “I”. During development of Layout “I”, the County determined that there was a significant value in retaining a portion of the medians between Oliver Ave N and Knox Ave N and that this would not excessively limit business access. Again, the impact of these changes reduced the design opportunities developed in Layout “G” and increased the “suburban” character of new construction. However, it does maximize the business access. There was insufficient time to introduce Layout “I” to the WBAC before the final community-wide neighborhood meeting, which was held on June 8, 2002 and where it was presented along with Layouts “G” & “H”.

On June 5, 2002, the County transmitted “G”; “H” & “I” to the City and requested that the City select and approve one of them. City & County staffs concur that the three layouts all meet the existing and future transportation needs as well as state standards. It should be noted that all three layouts require peak hour parking restrictions. City staff has conferred with the affected council members to discuss their findings. Based on the many meetings and input from the community it is felt that Layout “G” provides the best balance between roadway needs and the Repaving Recommendations’. Therefore, staff recommends that Layout “G” be selected since it best addresses the design elements and future vision for the West Broadway Corridor.

Once a layout is approved, the County will begin the roadway final design and City staff will begin community discussions regarding the inclusion of streetscape elements into the project. It is currently estimated that the earliest construction could begin is late summer of 2003 and would necessitate construction to continue into 2004. It is hoped that construction could be limited to one construction season. The construction schedule and duration will be better understood once the design is further along and construction staging is discussed with the community.

Since West Broadway is a CSAH road, the road reconstruction project will be funded by the County and, as per County policy, include City cost participation. The City’s participation is currently programmed (fund 4100-937-9372) and funded by assessments bonds for the construction and net-debt-bonds for the design.

It is anticipated that the streetscape will be paid for by assessments to the benefited properties as per City policy. The streetscape is currently programmed (fund 4100-937-9374) and funded by assessments bonds for both design and construction. However, the County has been approached and is investigating whether additional funding might be available through its “Roadside Enhancement Partnership Program”. If County funds are available, property owners would not have to bear the full cost of the streetscape.

CC: Council Member Biernat, Ward 3  
Council Member Johnson, Ward 4  
Council Member Johnson Lee, Ward 5



# West Broadway Ave Streetscape

## Girard Ave N to West City Limits

